## **NEIGHBORHOOD PLACE**

A case for maintaining the model partnership and

A proposal for working toward a funding solution



Neighborhood Place partner agencies include:
Kentucky Cabinet for Health and Family Services, Jefferson County Region
Jefferson County Public Schools
Louisville Metro Government
Seven Counties Services, Inc.

#### **Neighborhood Place**

Since 1993, Neighborhood Place has provided blended and accessible health, education, employment and human services in Jefferson County, Kentucky that support children and families in their progress toward self-sufficiency. It is the nation's first successful, long-running partnership of public sector agencies (state, local, school, and regional mental health) to create a network of community-based "one-stop" service centers.

#### **Partners and Services**

#### Kentucky Cabinet for Health and Family Services/DCBS

- Family Support (provides federal Family Support programs, including income support programs such as TANF, Food Stamps, and Medicaid)
- Protection and Permanency programs (state-funded child protective and family/child stabilization services)
- Community Coordinated Child Care (under a contract with the Cabinet, 4C provides state child care subsidy and Information and Referral)

#### **Louisville Metro Government**

- **Department of Public Health and Wellness** (provides federally-funded Healthy Start and state-funded programs: HANDS, immunizations, Maternal and Child Health)
- Department of Housing and Family Services (provides NP administrators, offers federally funded HUD services for homeless prevention, and local dollars for Emergency Financial Assistance, Information and Referral Services, Case Management Services and emergency food packages from Dare to Care,)
- Community Action Partnership, a division of Housing and Family Services (provides federally-funded energy assistance, workforce training, and other povertyending programs)
- Kentuckiana Works, the local Workforce Investment Board (federal funds to assist individuals become work-ready; contracts with state Cabinet for assistance to TANF/ Kentucky Work Program participants)

#### **Jefferson County Public Schools**

- **School Social Work** (state-funded social workers)
- **Pupil Personnel** (state-funded truancy services)
- Family Resource/Youth Service Centers (Kentucky Education Reform mandated centers, each with a coordinator, to address non-academic barriers to success)

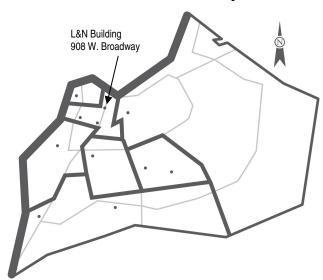
#### **Seven Counties Services, Inc.**

- *Mental health services* (state- and federally-funded truancy services)
- Targeted Assessment (under a contract with the Kentucky Cabinet, mental health and substance abuse professionals work with KTAP clients to assess for and work with clients on dependence issues)
- Mental Health/Mental Retardation (federal, state and local funding for assessment and linkage to services)

## NEIGHBORHOOD PLACE – a case for maintaining the model partnership and a proposal for working toward a funding solution

#### **OVERVIEW**

Louisville Metro/Jefferson County has just over 700,000 residents, and Neighborhood Place services are available for any resident who qualifies.



Neighborhood Place staff members – over 500 from four major public organizations – work together to provide integrated coordinated services to help families find the best avenues to stability, safety and self-sufficiency. Eight Neighborhood Places – and three satellite sites – cover the entire Louisville Metro area. Eight Community Councils, made up of clients and people who live and work in each area guide services. Boundaries for each Neighborhood Place area are drawn to include 5,600 children living in poverty.

#### THE PROBLEM

At issue: The Cabinet has proposed moving 185 state employees, now housed in Neighborhood Place sites, to the L&N Building. This move jeopardizes the entire Neighborhood Place system.

The state is experiencing a severe budget crisis, necessitating cuts of state General Funds. The state budget is expected to become even tighter in FY09-10.

The Kentucky Cabinet for Health and Family Services, since the mid-1990s has paid operating expenses of about \$230,000 per year – out of state General Funds – for its employees stationed at Neighborhood Place locations. The payment rate is based on \$1,250 per employee (filled positions only) per year. The payment is made to Louisville Metro Housing and Family Services, which in turn sends \$100,000 to Jefferson County Public Schools. Louisville Metro Human Services uses the funds for office supplies (e.g. printer cartridges, fax machine supplies), general use items and to pay a portion of the salaries of all eight Neighborhood Place administrators. Jefferson County Public Schools, which houses the majority of Neighborhood Place sites in its facilities, uses its payment to offset costs for utilities, repairs, custodial services and maintenance for its buildings.

The question: How can we identify resources to maintain Neighborhood Place services for children and families?

#### **HISTORICAL PERSPECTIVE** – the value of the Neighborhood Place Model

Mission: Neighborhood Place works with communities in Louisville/Jefferson County, KY, to provide blended and accessible health, education, employment, and human services that support children and families in their progress toward self-sufficiency.

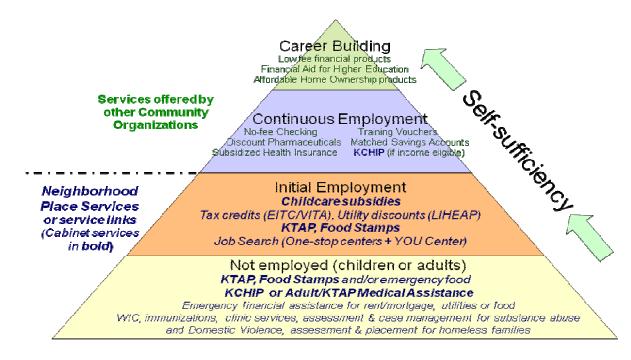
#### Neighborhood Place philosophy revolves around a client-centered approach

- Improving access to services near where people live
- Providing multiple services in one location
- Building relationships to solve problems and strengthen responses
- Making connections with people who live and work in neighborhoods
- Recognizing that collaboration occurs among people not institutions
- Working together in teams that place the needs of families above agency or procedural concerns
- Working with families as partners
- Respecting and valuing families from initial greeting to case closure
- Involving neighborhood residents in decision making as members of Neighborhood Place Community Councils, Managing Board and other advisory groups
- Recognizing the diversity of communities served, and that of service providers

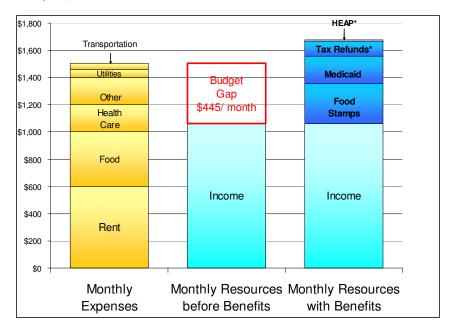
# Neighborhood Place staff work together to get families the benefits and services they need to become economically stable and self-sufficient

• Neighborhood Place sees its services as part of a continuum that helps families become economically stable. Partners work with other community organizations to provide the base supports for those who are unemployed or under-employed. Other entities – the Louisville Asset Building Coalition, KentuckianaWorks, and Metro United Way, for example – are invested in providing supports to keep people continuously employed and furthering their careers or education levels.

## Continuum of Services to Economic Self-sufficiency



- Eligibility Screening and Application Assistance using a web-based technology tool, EarnBenefits Online (EBO), will soon be available through a USDA grant to Neighborhood Place designed to increase Food Stamp participation. This service will streamline eligibility screening, application submission and tracking of submitted applications, first for Food Stamps and other federal benefits, and then for other benefits such as child care vouchers, tax credits and LIHEAP.
- Benefits matter: families receiving benefits are 30% more likely to stay employed. Benefits fill the budget gap but many low-wage families do not receive the benefits they qualify for because of lack of knowledge, difficulty with access and negative experiences with government. The figure below shows the difference benefits make for a single mother, with 2 children, working as a childcare provider, at \$7/hour.



# Neighborhood Place staff members – from all partners – work together to get families the services they need to become physically safe and stable

- JCPS school social workers and Family Resource/Youth Service Center personnel
  work within the schools to determine and meet family needs. Seven Counties
  Services provides help with mental health needs, and Louisville Metro Housing
  and Human Services with family intervention services.
- Because of Healthy Start and HANDS programs babies enrolled in these programs are healthier – and less likely to experience abuse or neglect – than their counterparts who are not enrolled.

#### Outside entities reinforce the value of Neighborhood Place

- Louisiana lawmakers passed Senate Bill 701 (July 2008) to replicate the NP model and plan to open 6-8 Neighborhood Places in New Orleans and other cities. Georgia, Alabama and Texas are also examining the model.
- Following successful completion of interrelated grants Annie E. Casey
  Foundation's Family to Family, addressing foster care and adoption, and Edna
  McConnell Clark Foundation's Community Partnership for Protecting Children,
  addressing child protective services Louisville was established as a peer-to-peer
  training site because of Neighborhood Place. For the past 7 years, 3 to 5
  communities/year visit at foundation expense to see how NP operates.

#### The need is greater than ever, and given the economic forecast, will only increase

# In FY 2008-9, a record number of families sought state services through Neighborhood Place

- Family Support workers determined eligibility for 63,954 people and assisted 55,765 with recertification.
- Permanency and Protection case workers opened 1,090 new and closed 1,063 child protective cases, and had 341 children in foster care.
- Families seeking help for the first time or seeking multiple services filled out 26,457 self-assessment forms. If the trend for the first 6 months (16,081 assessments) of this reporting cycle continues, these numbers will increase by 22%.
- Emergency food requests numbered 5,763, with trends pointing to doubling that number by the end of the year.

# There has been a substantial increase in state services at Neighborhood Place over the last year and a half

Number of Cases assigned to state staff	07/07	12/08	Increase
KTAP	4,307	4,477	4%
Food Stamps	38,014	44,101	16%
KTAP Related Medical Assistance	24,219	26,066	7.6%
Kinship Care	1,418	1,506	6.2%

# Non-profit agencies have seen an increase in client need as well, and because their resources are dwindling they are less able to pick up the slack

90% of Metro United Way member agencies saw an increase in client need in 2008, with some agencies seeing increases greater than 50%. At the same time, of the 34% that receive public reimbursements for billable services (Medicaid, Medicare, etc), most saw a decrease in funding of 6 to 10%. In particular, regarding need for services:

- 91% of agencies providing housing saw an increase, with two agencies seeing an increase greater than 50%
- 95% of agencies providing basic needs assistance (medical, utility and clothing, but not food or housing) had an increase, two seeing an increase greater than 50%
- 87% of agencies providing food assistance saw an increase with four seeing an increase greater than 50%
- 84% of agencies providing employment assistance saw increases
- 70% of youth service providers saw an increase in demand
- 90% of agencies providing mental health services (including alcohol and drug abuse treatment) saw an increase
- 81% of agencies providing physical health/safety services (including domestic violence, elder abuse, etc.) saw increases

(source: Metro United Way survey January 2009)

#### With the economic forecast grim, the need for services can only increase

- The poverty rate increased in Jefferson County from 12.1% in 2001 to 13% in 2007. (2008 rates are not yet available.)
- Over the same time period, foreclosures in Louisville have risen from 946 in 2001 to 3,089 in 2007 – a three fold increase. Foreclosures rose 14% between 2006 and 2007 alone – and the rise is expected to be higher once 2008 numbers are in.
- The jobless rate is on the rise as well. The rate of unemployment was 3.9% in 2001 and was 6.4% in November 2008.

## Without state workers and state services to anchor Neighborhood Place, the centers will draw fewer clients and eventually may close

The top reasons families tell us they come to Neighborhood Place is to seek family support or other assistance programs

- 65% need Food Stamps or financial assistance
- 20% have **lost income** and need help with rent or utilities
- 17% need information about employment or a new career
- 11% want to learn about WIC
- 10% are interested in applying for subsidized housing
- 7% are interested in applying for **child-care assistance** *NOTE:* many people give more than one reason, so totals over 100%

## Families who seek Family Support programs – and are referred for Permanency and Protection services – are referred for other services that magnify the effect of state services

- In three Neighborhood Place areas, since 1998, federally-funded Healthy Start (HS) nurses and paraprofessionals have visited pregnant women and their babies in their homes, and continued those visits until the babies reach age two. Among the 4,000 families it has served, HS maintained a zero infant mortality rate (2002-05) and (for all years) is credited with increasing the number of women initiating prenatal care in the first trimester, improving pregnancy outcomes, and increasing the number of women receiving preventive care services after delivery. Among the clients it serves, Healthy Start also has drastically reduced the incidence of child abuse and neglect.
- For almost as long in all eight NP areas, home visitors from the state-funded Health Access Nurturing Development Services (HANDS) have targeted firsttime parents and their babies. In addition to sharing many of Healthy Start's positive results, 5,000 HANDS families increased the number of prenatal wellbaby visits; had longer average gestation periods; exhibited higher average weight gains; and had lower rates of prematurity, low birth weight and very low birth weight. Among its clients, HANDS also has drastically reduced the incidence of child abuse and neglect.
- There are many other services that Neighborhood Place families can access. In addition to the Cabinet's child care subsidy (administered through Community Coordinated Child Care), Kinship Care and Targeted Assessment (addressing substance abuse issues), services include: homeless family assessment and placement, school social services, truancy referrals, resources for pregnant teens an first time parents, early intervention and prevention, and linkage to youth services, employment opportunities, and housing.

#### **IMPLICATIONS AND RISKS**

#### **Implications:** a strength-based perspective

# Because all services are in one location, Neighborhood Place means efficiencies in service delivery

- Though they receive more referrals than teams that serve adolescents, Neighborhood Place Permanency and Protection teams, which serve children 12 and under, had *fewer* children committed to care. That is because the Neighborhood Place teams were able to keep them with parents or relatives in kinship care. The number of kinship care cases in Jefferson is more than double that of any other region in the state.
- Proximity is good for children and Child Protective workers. Children who stay in their same neighborhoods and do not change schools have better outcomes. Child protective staff members tell us that because they are located near their families they stop by frequently –even walk to clients' homes and spend less time traveling to and from appointments.
- Family team meetings are a mainstay of Kentucky's prevention and early intervention work. Neighborhood locations and networks are key to getting families the support they need from extended family, neighbors, pastors, youth providers and others.
- Most Neighborhood Place sites have cheerful family visitation rooms that serve as a convenient and neutral place for parents, who do not have custody, to visit their children. Staff have their desks within a few feet of the room to supervise visitation and quickly step in if needed.
- "The good thing about Neighborhood Places," said one staff member, "is that a client can come in for an emergency food basket and leave with a host of other services that he or she may not have known was available or that his or her family qualified to receive." Staff have the ability to walk over to other staff members to enroll a client in HANDS or get a child a "hardship transfer" from a JCPS staff member. There is "no need to make a phone call, leave a message, and wait for a call-back."
- Under Kentucky Education Reform, Family Resource/Youth Service Centers (FRYSCs) are responsible for collaborating with providers of services, not providing those services directly. Neighborhood Place is the model for how that works best.

# Neighborhood Place plays a part of Kentucky's reputation as a leader in family services and child welfare practice

- For more than a decade, our region's Permanency and Protection staff using the Neighborhood Place model have teamed up with the Casey Foundation to change child welfare systems, advocating for more children to remain in their homes or neighborhoods.
- Kentucky is one of the few states that is COA accredited for its child welfare programs, in part because of the community support model piloted at Neighborhood Place.
- Neighborhood Place was cited in "Building Comprehensive Human Service Systems Service Integration in the United States," a report by the Rockefeller Institute of Government (2003) as an effective service delivery model.

#### The negatives: risks should Neighborhood Place close

#### Families will suffer if Neighborhood Place closes

#### • <u>Transportation</u>

- Difficulties for families: Before Neighborhood Place opened, families trudged all over town seeking services – transferring buses, wrangling with strollers, toddlers in tow.
- Time and money: In a survey of clients at South Central Neighborhood Place, most had been dropped off at the center by friends, while others had ridden the bus, walked or ridden bicycles. Few, in this community of immigrants, had driven. Distance is a hindrance and limits access to services. South Jefferson Neighborhood Place is more than 11 miles from the L&N Building. A bus ride, with one transfer, takes from 58 to 77 minutes, and the fare is \$1.50 each way.

#### Access

- o *Kinship Care*: Families rely on the help they receive from the centers in their neighborhoods to provide the supports that make Kinship Care feasible.
- KTAP Participation: The partnership between KentuckianaWorks and the Cabinet provides KTAP clients with work opportunities and helps with what they need to succeed.
- Oculturally appropriate: South Central Neighborhood Place, which is on the same campus as JCPS English as a Second Language staff, is welcoming to non-English-speaking families. Its waiting room is decorated with a mural that welcomes clients in many languages, and as one client stated, "This is the first time since I have been in the United States that I have seen my language (Farsi) in a public place."
- Childcare subsidy: Working families find it easy to stop in to apply for childcare subsidy.

#### Services and Supports

- Knowledge: Staff members at Neighborhood Place get to know the families they serve and work in teams – both formally through Family Team meetings, and informally by being located in the same building and forming relationships.
- o Family visitation: Most Neighborhood Place sites have cheerful family visitation rooms that serve as a convenient and neutral place for parents, who do not have custody, to visit their children. Staff are nearby to supervise visitation and quickly step in if needed.

#### Health Issues

- Targeted assessors: Substance abuse is a barrier to keeping a job; highly professional staff at Neighborhood Place help KTAP recipients work on eliminating dependence.
- Linking children with services: When families come for state services, staff work to get their children Healthy Start, HANDS, WIC, school, health and mental health services.

#### Staff members and communities will lose too

- o *Continuity*: Staff like working in cohesive Neighborhood Place sites where communication is simple and turnover is lower. (per annual staff survey)
- Invested communities: The success of kinship care and the commitment of Neighborhood Place Community Councils demonstrate the importance of neighborhood-based partnerships that are connected to the community.

#### **EXAMPLES OF FINANCIAL IMPACT**

#### The Neighborhood Place system of care is cost-effective

Permanency and Protection: Neighborhood Place has lowered foster care caseloads and costs, and helps close cases more quickly

- Though they receive more referrals than teams serving adolescents located at the L&N Building, Neighborhood Place Permanency and Protection teams, which serve children 12 and under, had fewer children committed to care. That is because the Neighborhood Place teams were able to keep children with parents or relatives in kinship care. The under 12 teams have the highest percentage of monthly caseworker visits, leading to better serving families and more timely permanency for children.
- The average number of committed children per Neighborhood Place team (children 12 and under) versus Adolescent team (housed at the L&N Building) is as follows:

Average number of committed children per team							
	2005	2006	2007	2008			
Under 12 (at NP)	58	52.1	44.3	42.7			
Adolescent (at L&N)	61	69	62.5	46.7			

• For Jefferson County, the number of children under 12 in care dropped from 410 in FY05-06 to 301 by the end of 2008. The savings is substantial – ordinary foster care costs \$22.70/day; the average length of placement is 27 months. Savings:

#### 109 fewer children x $22.70/day \times 30 days/mo \times 12 mo = 890,000/year$

• Because of their location in neighborhoods and strong ties with the community, Neighborhood Place teams are better able to keep children with parents or identify relatives to care for children. As of 12/1/08, 76.4% of children (12 and under) placed in kinship care came from Neighborhood Place teams. Also 2,331 Jefferson County children have been diverted from foster care and are in kinship care. The number of kinship care cases in Jefferson is more than double that of any other region in the state. The number in Jefferson County is 1,480, with the next highest region – Eastern Mountains – having 723.

# Family Support: Neighborhood Place, and its system of neighborhood locations in outlying parts of the county, is responsible for more families receiving assistance

- As Neighborhood Place centers have come on board, more families have applied for support (Food Stamps, medical assistance, and KTAP) in neighborhood locations close to their homes. As more people apply, more workers are needed.
  - When South Jefferson Neighborhood Place opened in Fairdale in 1997, four case workers, with caseload weights of 850, handled all traffic; now there are six workers with caseloads weights of 1000. These numbers are almost

- identical for the South Jefferson's satellite, which opened in 1998 at Valley High School.
- o In 1998, when Neighborhood Place of the Greater Cane Run Area opened, six workers, with an average caseload weight of 800, were needed. Today, there are nine workers with average caseload weights of 1300.
- The final Neighborhood Place to come on board South Central opened in 2003 with 18 Family Support workers, each with a caseload weight of 850.
   Now there are 22 workers, each with a caseload of 1400. The center is full and there is no room to add additional workers.
- The Cabinet has tracked caseload trends since 2002. The chart below shows the growth in the number of cases since then. While the number of all other cases has risen substantially, the number of Kentucky Temporary Assistance Program (KTAP) cases, as expected, has declined. The Neighborhood Place partnership attracted USDOL funding of \$8M for welfare reform efforts in the late 1990s. Jefferson County was able to provide a number of supports to lower the welfare rolls during the five years of the grant. Currently, KentuckianaWorks (a Neighborhood Place partner) works with the Cabinet to provide employment training and job search/support services to Kentucky Works Program clients.

Cabinet for Health & Family Services: Number of Cases in Jefferson County (December each year)								
	2002	2003	2004	2005	2006	2007	2008	%↑↓
Food Stamps	26,842	31,548	33,782	35,826	37,331	38,384	44,101	64%↑
КТАР	5,706	6,059	5,926	5,157	4,670	4,339	4,477	22%↓
KTAP related Medical Assistance	19,664	20,624	21,772	22,603	23,641	24,675	26,066	32%↑

## Neighborhood Place means greater efficiencies, lower staff turnover and less fraud and abuse

- Savings realized when paperwork with the Housing Authority was streamlined via a Neighborhood Place agreement: \$73,000/yr.
- Every week, Neighborhood Place workers exchange information that uncovers duplication and abuse of Food Stamps, TANF, and other services. They know how many children a family has and whether they are under mom or dad's roof.
- Children, 16 and over, of families receiving KTAP must attend school regularly. At Neighborhood place it is easy to verify this information on site.
- Neighborhood Place's small collaborative environments mean lower staff turnover. For instance, in 2006 the Permanency and Protection staff turnover rate for the County overall was 12%, but for the Permanency and Protection teams at Neighborhood Place turnover was 3 %.

# Because of its collaborative nature and unique system of social service deliver, over the years, Neighborhood Place has attracted substantial grant funding

Major projects that involve using Neighborhood Place for service delivery have proven attractive to funders

- **USDOL Welfare Reform grant** \$8M in the 1990's successfully addressed welfare reform in Jefferson County
- Edna McConnell Clark Foundation Community Partnership for Protecting Children funding to address revamping child protective services and helping individual communities take more ownership of child abuse an neglect \$2.5M from 1995-2003
- Annie E. Casey Foundation's Family to Family grant funds to improve foster care and adoption \$2.1M (ongoing)

# Current grant-funded projects designed around the Neighborhood Place model may be in jeopardy

- USHHS Healthy Start grant was not approved initially because Jefferson County, as a whole, did not meet the criteria. After receiving permission to apply for three areas of Louisville where infant morbidity and mortality were high (Ujima, Northwest and Bridges of Hope Neighborhood Places), the grant was approved \$18M so far, with another \$6.4M proposal currently in review
- State-funded HANDS \$10M so far serving over 5,000 first time parents and their babies (program will stand, but may be less effective because of disruption in service integration for families)
- USDA Food Stamp Participation grant \$1M to build an on-line prescreening for benefits tool, starting with Food Stamp eligibility and expanding to include prescreening and pre-application for many other services
- USHHS Children's Bureau Healthy Relationships grant collaboration with University of Louisville's Kent School of Social Work that has provided training to 350 families thus far, with a significant reduction in domestic violence in the 6 months (evaluation period) following the program \$2.5 million over 5 years (\$500,000 per year)

#### **WORKING TOWARD POSSIBLE SOLUTIONS**

Proposal: Neighborhood Place, with assistance from the Annie E. Casey Foundation, would like to work with the Cabinet to look for ways to maintain staff at the non-L&N locations and retain the Neighborhood Place partnership.

The Cabinet has proposed moving 185 state employees, now housed in Neighborhood Place sites, to the L&N Building.

The risk: This move jeopardizes the entire Neighborhood Place system.

An opportunity: The Annie E. Casey Foundation has offered to provide technical assistance to help Kentucky address the current budgetary crisis. They "have had success in providing this type of assistance to other states and believe that we could also help Kentucky bring together its programmatic values and principles with a plan to reduce spending." Each crisis provides a set of opportunities.

"You never want a serious crisis to go to waste," said Rahm Emmanuel, talking to a Wall Street Journal conference of top corporate chief executives in November 2008. "...Things that we had postponed for too long, that were long-term, are now immediate and must be dealt with. This crisis provides the opportunity for us to do things that you could not do before."

*The bottom line:* Neighborhood Place is too valuable to lose, and together the Cabinet, Neighborhood Place partners and Community Council members, and the community can come up with a plan that works for all.

#### **NEXT STEPS**

## The Neighborhood Place Operations Committee proposes the following steps:

- 1. Call a face-to-face a meeting among the partners to outline the issues and identify possible solutions to maintain the partnership to serve families.
- 2. Identify a representative from the Cabinet to work, over time, with the partners to develop solutions.
- 3. Engage the Annie E. Casey Foundation to assist with technical assistance to help the partners address the budgetary crisis we all face.

#### CONCLUSION

Neighborhood Place provides blended and accessible health, education, employment and human services that support children and families in their progress toward self-sufficiency. It is the nation's first successful, long-running partnership of public sector agencies (state, local, school, and regional mental health) to create a network of community-based "one-stop" service centers.

The Kentucky Cabinet for Health and Family Services has proposed a plan to remove its Department of Community Based Services (DCBS) workers out of Louisville's Neighborhood Place sites. This move could affect thousands of people who use Neighborhood Places to access much-needed state and federal assistance, everything from food stamps to child care. The proposal would move services from surrounding communities into the L&N Building located in downtown Louisville. Transferring these services downtown will negatively affect those with limited transportation options and require them to travel further and to more than one location to access the help they need.

Neighborhood Place partners are well aware that with Kentucky's \$450 million budget shortfall, every state agency has been required to cut costs. However, Neighborhood Place partners and Community Councils, as well as clients, all recognize the importance of preserving critical human services during these difficult times. Keeping safety net services accessible and responsive is now more important than ever.



For more information about Neighborhood Place go to <a href="http://www.louisvilleky.gov/NeighborhoodPlace/">http://www.louisvilleky.gov/NeighborhoodPlace/</a>
Or call one of our Neighborhood Places Community Council Representatives

Manfred Reid (502)-777-5453 or Debbie Cox (502)876-7600